

## Message Text

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ACTION IO-10

INFO OCT-01 AF-06 EUR-12 ISO-00 EB-07 AID-05 CIAE-00

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R 171200Z APR 75

FM AMEMBASSY DAKAR

TO SECSTATE WASHDC 0610

INFO AMEMBASSY BAMAKO

AMEMBASSY BANJUL UNN

AMEMBASSY COTONOU

USMISSION GENEVA

AMCONSUL MONTREAL

USMISSION USUN NEW YORK

AMEMBASSY NOUAKCHOTT

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

USDEL IAEA VIENNA UNN

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EO 11652: NA

TAGS: EAID, UNDP, ICAO, UNIDO, SG

SUBJ: CERP 008-EVALUATION OF UN ASSISTANCE PROGRAM  
IN SENEGAL

REF: A. STATE 064907; B. DAKAR A-38, APR 8, 1974

UNESCO, ROME FOR FOR FODAG

MONTREAL FOR ICAO

SUMMARY: UNDP PROGRAM IN SENEGAL IN 1974 HAS BEEN HOLDING  
OPERATION. WITH SEVERELY LIMITED RESOURCES, UNDP HAS BEEN  
PHASING OUT PROGRAMS AND ATTEMPTING TO CLEAR SLATE FOR  
FRESH BEGINNING FOR 1977-81 PERIOD COVERED BY SECOND  
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UNDP COUNTRY PROGRAM. POSITION OF RESIDENT REPRESENTATIVE

WAS FILLED SEPT 1974, FOLLOWING GAP OF NEARLY ONE YEAR, BY ARRIVAL OF BERTIN BORNA OF DAHOMEY. BORNA MOVED QUICKLY TO ESTABLISH HIMSELF BOTH WITHIN UN BUREAUCRACY AND IN RELATIONS WITH SENEGALESE GOVT. UNFORTUNATELY, IN PAST FEW MONTHS BORNA'S NAME HAS BEEN LINKED WITH SERIOUS POLITICAL CONTROVERSY IN HIS COUNTRY AND HE RECEIVED DEATH SENTENCE IN ABSENTIA FOR ALLEGED INVOLVEMENT IN ATTEMPTED OVERTHROW OF DAHOMEAN GOVT. SECTIONS BELOW LETTERED CORRESPOND QUESTIONS RAISED REF A. END SUMMARY.

1. A. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM. THE UNDP IS LIMITED DONOR IN SENEGAL BUT ITS POSITION HAS TRADITIONALLY EXCEEDED ITS CONTRIBUTION. ACCORDING UNDP PROGRAM OFFICER TELL DAHLLOF OF SWEDEN, UNDP PROVIDES ONLY FIVE PERCENT OF TOTAL ASSISTANCE TO SENEGAL AND ENTIRE UN FAMILY OF AGENCIES CONTRIBUTES ONLY ELEVEN PERCENT. FRANCE, EUROPEAN DEVELOPMENT FUND, IBRD GROUP, CANADA, PRC, AND US ALL CONTRIBUTE MORE THAN UNDP. GIVEN THIS SITUATION, UNDP AND RESREP COULD BE TAKEN FOR GRANTED BYT GOS AND PRESIDENT SENGHOR PERSONALLY HAVE ALWAYS ASSIGNED PARTICULAR IMPORTANCE TO UNDP.

2. LAST YEAR'S REPORT EXPLAINED ABRUPT DEPARTURE PREVIOUS RESREP, ALFRED JAEGER OF YUGOSLAVIA AND NOTED PROBLEMS CAUSED BY VACANCY IN THAT POSITION. DUE TO UNDP RESENTMENT OVER JAEGER INCIDENT AND DIFFICULTY IN FINDING A SUCCESSOR, POSITION REMAINED UNFILLED UNTIL ARRIVAL IN SEPT 1974 OF BERTIN BORNA OF DAHOMEY. BORNA, WHO RECEIVED LAW DEGREE FROM UNIV. OF DAKAR, REPORTEDLY PERSONAL CHOICE PRESIDENT SENGHOR FOR THIS POSITION. BORNA SERVED AS RESREP IN CAMEROON FROM SEPT 1970 UNTIL AUG 1974 AFTER SPENDING ONE AND A HALF YRS IN VARIOUS POSITIONS AT UN HQS. HE ALSO FORMER MIN OF FINANCE IN DAHOMEY AND WAS FIRST AFRICAN PRESIDENT OF WEST AFRICAN CENTRAL BANK (BCEAO). WITH CONSIDERABLE EXPERIENCE IN BOTH WEST AFRICA AND IN UNDP ACTIVITIES AS WELL AS IMPRESSIVE STRING OF CONTACTS WITH HIGH RANKING SENEGALESE, BORNA MOVED QUICKLY FOLLOWING HIS ARRIVAL TO TAKE CHARGE OF UNDP AND ESTABLISH DIALOGUE WITH GOS. UNDP FUNCTIONARIES AS WELL AS OUTSIDERS WERE LIMITED OFFICIAL USE

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IMPRESSED BY HIS EFFORTS AND IT WAS AGREED HE DESERVED HIGH MARKS FOR HIS WORK.

3. UNFORTUNATELY BORNA'S NAME HAS BEEN DRAWN INTO ATTEMPTED COUP D'ETAT IN DAHOMEY AND HE TRIED IN ABSENTIA ALONG WITH SEVERAL OTHER PROMINENT DAHOMEYANS IN FEB IN COTONOU. VERDICTS WERE RETURNED BY SPECIAL COMMISSION SET UP TO TRY ALLEGED PLOTTERS. BORNA WAS SENTENCED TO

DEATH. IT NOT CLEAR NOW WHAT EFFECT THESE DEVELOPMENTS  
WILL HAVE ON BORNA'S POSITION IN DAKAR. IN APR 9 MEETING  
WITH AMB AGGREY, BORNA, JUST RETURNED FROM  
MEETINGS IN NY AND WASHDC, REPORTED THAT NEITHER UNDP  
OR IBRD OFFICIALS WERE CONCERNED OVER SENTENCE.  
HE ALSO INSISTED THAT GOS WAS NOT CONCERNED  
OVER SITUATION.

4. ALSO DAKAR PRESENTS SPECIAL CHALLENGES TO RESREP  
APART FROM BORNA'S POLITICAL PROBLEMS. EIGHT OTHER UN  
AGENCIES ARE DIRECTLY REPRESENTED IN DAKAR, MOST OF THEM  
WITH REGIONAL OFFICES. DIRECTORS OF THESE REG. OFFICES  
(UNESCO, UNICEF, ICAO, UNHCR, WHO, ILO, IATA, AND ITU)  
HAVE REGIONAL RESPONSIBILITIES FOR VARIOUS PARTS OF AFRICA  
AND IMPLEMENT SIGNIFICANT PROGRAMS APART FROM UNDP. THEY  
ARE OFTEN RELUCTANT ACCEPT RES REP AS LEADER OF UN  
ACTIVITIES IN SENEGAL. MOST OF VARIOUS AGENCY DIRECTORS HAVE  
INDEPENDENT DIPLOMATIC STATUS, FLY FLAG OF THEIR PARTICULAR  
AGENCY, AND JEALOUSLY GUARD THEIR SOVEREIGNTY.

5. FACED WITH THIS CHALLENGE, BORNA AND HIS PREDECESSORS  
HAVE BEEN ABLE TO ACHIEVE REASONABLY GOOD CONTROL OF  
ALL UNDP FUNDED PROGRAMS EVEN WHERE EXECUTED BY ANOTHER  
UN AGENCY. HOWEVER, INDEPENDENT TECHNICAL ASSISTANCE  
PROGRAMS OF OTHER AGENCIES REMAIN QUITE AUTONOMOUS.  
BORNA'S RELATIONSHIP WITH VARIOUS AGENCIES REPRESENTED IN  
DAKAR APPEARS ONLY FAIR AS SOME AGENCY DIRECTORS FEEL  
THREATENED BY BORNA'S EFFORTS TO ESTABLISH HIMSELF AS  
THE LEADER OF THE ENTIRE UN COMMUNITY.

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6. BORNA'S RELATIONS WITH SENEGALESE GOVT. SO FAR  
EXCELLENT. AS FELLOW AFRICAN HE HAS IMMEDIATE ACCEPTANCE  
"OUTSIDER" WOULD NOT RECEIVE AND HE HAS KNOWN MANY  
SENEGALESE MINS FOR YEARS, EVEN DATING FROM HIS STUDENT  
DAYS IN DAKAR.

7. OBSERVATIONS MADE IN LAST YEAR'S REPORT CONCERNING  
UNDP'S RELATIONSHIP WITH MIN OF PLAN AND COOPERATION,  
ITS OFFICIAL POINT OF CONTACT WITH GOVT, ARE  
REPEATED THIS YEAR BY UNDP CONTACTS. MIN OF PLAN AND  
COOPERATION OUSMANE SECK HAS CONTINUED HIS EXTENSIVE  
TRAVELS AND COMPLAINTS FROM UNDP THAT SECK IS SPREAD TOO  
THIN REMAIN VALID.

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8. LOCAL UNDP STAFF EXPRESSES SATISFACTION WITH COORDINATION  
BETWEEN UNDP AND IBRD. THEIR ACTIVITIES HAVE TENDED  
TO BE IN DIFFERENT AREAS IN PAST ALTHOUGH CONTACT BETWEEN  
ORGANIZATIONS HAS BEEN IMPROVING. SENEGAL RIVER DEVELOP-  
MENT PROGRAM BEING COORDINATED BY OMVS PRESENTS AREA IN  
WHICH IBRD AND UNDP WILL PROBABLY BE WORKING TOGETHER  
CLOSELY IN NEXT FEW YEARS ALONG WITH BILATERAL DONORS.

9 UNICEF IS NOT AT PRESENT TIME PARTICIPATING IN UNDP  
COUNTRY PROGRAMMING EXERCISE AS IT IS NOT EXECUTING AGENCY  
FOR ANY UNDP FUNDED PROJECTS. INFORMAL COORDINATION BETWEEN  
TWO AGENCIES REMAINS SPOTTY.

10. B. COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE.  
AS WAS REPORTED LAST YEAR, GOS, SPECIFICALLY MINISTRY OF  
PLAN AND COOPERATION, HESITANT ENCOURAGE DONOR COORDINATION  
FOR FEAR OF TOTAL LEVEL OF ASSISTANCE BEING REDUCED.  
COORDINATION AMONG DONORS CONTINUES ON AD HOC AND PROJECT

BY PROJECT BASIS BOTH AT EXECUTIVE AND WORKING LEVEL. AN EXAMPLE OF EFFECTIVE DONOR COORDINATION WAS RELATION AMONG VARIOUS AGENCIES CONTRIBUTING FOOD DURING SAHELIAN DROUGHT. WORLD FOOD PROGRAM, USAID, AND OTHER BILATERAL DONORS WERE ABLE TO COORDINATE GRAIN DONATIONS FROM VARIOUS SOURCES TO CONSIDERABLE DEGREE.

11. RESREP BORNA TOLD HIS STAFF HE ASSIGNS HIGH PRIORITY TO ESTABLISHING IMPROVED COORDINATION AMONG VARIOUS DONORS AND BETWEEN THEM AND GOS. GIVEN ITS MULTI-LATERAL AND POLITICALLY NEUTRAL STATUS, UNDP WOULD SEEM NATURAL ORGANIZATION TO SERVE AS FOCAL POINT FOR DONOR COORDINATION, PERHAPS EVEN ACTING AS CHAIRMAN OF DONOR MEETINGS. OMVS SENEGAL RIVER DEVELOPMENT PROGRAM WILL REQUIRE COOPERATIVE ACTION OF NUMEROUS DONORS AND THREE BENEFICIARY COUNTRIES--SENEGAL, MALI AND MAURITANIA. UNDP WOULD APPEAR TO HAVE IMPORTANT LEADERSHIP FUNCTION TO PLAN IN SUCH LARGE PROJECTS.

12. C. ROLE OF RES REP VIS-A-VIS OTHER UN SYSTEM ACTIVITIES. RESREP IN DAKAR IS OFFICIALLY RESPONSIBLE FOR ACTIVITIES OF WFP, UNIDO, AND FAO IN ADDITION TO UNDP'S OWN PROJECTS. MOST SIGNIFICANT OF THESE HAS BEEN LIMITED OFFICIAL USE

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WFP'S EXTENSIVE INVOLVEMENT IN FOOD RELIEF DURING SAHELIAN DROUGHT. ALL OTHER UN AGENCIES HAVE SEPARATE OFFICES IN DAKAR AS WAS NOTED IN SECTION A., ABOVE. AS MOST OF ACTIVITIES OF THESE OTHER AGENCIES RELATE TO REGIONAL QUESTIONS, THEIR CONTACT WITH RESREP IS LIMITED. WHERE THEIR ACTIVITIES RELATE PRINCIPALLY TO SENEGAL, UNDP IS ANXIOUS TO HAVE MORE CONTROL OVER SUCH PROGRAMS. STRONG POLICY STATEMENT OF UNDP PRECEDENCE FROM UN HQS COULD HELP LOCAL UNDP OFFICE IN ITS EFFORTS.

13. D. COUNTRY PROGRAM REVIEWS. UNDP JUST COMPLETED ITS FIRST COUNTRY PROGRAM REVIEW FOR SENEGAL. THIS REVIEW WAS OF MINIMAL VALUE AS UNDP IS LOCKED INTO PROGRAMS AND HAS NO FLEXIBILITY OR NEW RESOURCES TO COMMIT BEFORE 1977.

UNDP OFFICIALS HAD CONSIDERABLE DIFFICULTY IN INTERESTING SENEGALESE GOVT IN REVIEW AND WERE DISAPPOINTED IN GOS PARTICIPATION. HOWEVER, UNDP FEELS THAT ESTABLISHMENT OF EVEN FLEDGLING REVIEW MECHANISM IS CONSIDERABLE ACHIEVEMENT. REVIEW WAS CONDUCTED WITH MIDDLE-LEVEL OFFICIALS FROM MIN PLAN REPRESENTING GOS WHILE RESREP AND HIS STAFF AS WELL AS EXECUTING AGENCIES ALSO PARTICIPATED. OTHER BILATERAL AND MULTI-LATERAL DONORS WERE NOT REPRESENTED IN REVIEW.

14. E. APPRAISAL OF PROPOSED PROJECTS. REGIONAL DEVELOPMENT OFFICE OF AID IN DAKAR MAINTAINS LIAISON WITH UNDP ON REG. BASIS AND AT VARIOUS LEVELS. AMBASSADOR AND AID REG. DEVELOPMENT OFFICER MEET WITH RESREP TO COORDINATE POLICY AND GENERAL PROGRAM DIRECTION. PROGRAM OFFICERS OF AID MAINTAIN CONTACT WITH THEIR UNDP COUNTERPARTS. AID TECHS HAVE WORKED CLOSELY WITH UN STAFF WHEN THEIR INTERESTS INTERSECT. AID FOOD FOR PEACE OFFICERS REMAIN IN CLOSE CONTACT WITH WFP OFFICE IN COORDINATING GRAIN SHIPMENTS AND DISTRIBUTION. AS UNDP HAS NOT MOVED INTO NEW PROGRAMS IN LAST YEAR (SEE SECTION F. BELOW) EMBASSY HAS NOT BEEN ABLE TO COMMENT ON PROJECTS PROPOSED FOR UNDP FUNDING.

15. F. PROJECT IMPLEMENTATION. UNDP IS IN MIDST OF ITS FIRST FIVE YEAR COUNTRY PROGRAM (1972-76) FOR SENEGAL. LIMITED OFFICIAL USE

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INDICATIVE PLANNING FIGURE OF TEN MILLION DOLS. FOR FIVE YR PERIOD HAS ALREADY BEEN EXHAUSTED AND TWO MILLION DOLS HAS BEEN BORROWED FROM TWELVE MILLION DOLS IPF ALLOCATED FOR 1977-81. UNDP HAS BEEN ATTEMPTING TO WIND DOWN PROGRAMS WHICH HAS EXISTED FOR MANY YRS BEFORE STARTING WITH INTEGRATED PROGRAM FOR 1977-81 PERIOD. IN 1972, UNDP WAS FUNDING 34 PROJECTS. AT CURRENT TIME FIGURE HAS BEEN CUT TO 11. IN NEXT TWO YRS UNDP WILL PHASE OUT ALMOST ALL OF THESE BUT WILL BE UNABLE TO MOVE INTO ANY NEW AREAS AS ALL THEIR RESOURCES ARE ALREADY COMMITTED TO THAT PHASE OUT.

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16. SOME OF MOST SUCCESSFUL PROJECTS HAVE BEEN PHASED OUT INCLUDING ASSISTANCE TO SONEPI NOTED IN LAST YR'S REPORT. ANOTHER PROJECT RECENTLY COMPLETED WHICH UNDP STAFF CONSIDERS SUCCESSFUL WAS COMMERCIAL TRAINING COURSE TO TACH CLERICAL SKILLS TO SENEGALESE SECRETARIES. ILO IS EXECUTING AGENCY FOR SUCCESSFUL GROUP OF RURAL LABOR TRAINING CENTRES FUNDED UNDER UNDP. SENEGALESE ARTISANS RECEIVE TRAINING IN MASONRY, CARPENTRY, METAL WORK, AND OTHER BASIC SKILLS IN CENTRES SCATTERED THROUGHOUT THE COUNTRY.

17. TWO PROJECTS WHICH CONSUME CONSIDERABLE UNDP RESOURCES INVOLVE PROVISION OF PLANNING EXPERTS TO BUREAU OF ORGANIZATION AND METHODS (BOM) OF PRESIDENT'S OFFICE AND LIMITED OFFICIAL USE

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MIN OF PLAN. SENEGALESE GOVT NEEDS EXPERTS IN PLANNING, ORGANIZATION, AND COMPUTER TECHNOLOGY. UNDP PROVIDES SUCH EXPATRIATE EXPERTS FOR BOTH OFFICES IN EFFORT TO IMPROVE GOVERNMENTAL EFFICIENCY, ORGANIZATION AND CONTROL. WHILE CONSIDERABLE PORTION OF UNDP RESOURCES GO TO THESE PROGRAMS WHICH HAVE LITTLE EFFECT FOR SENEGALESE MAN IN STREET, IT IS FUNCTION WHICH UNDP SHOULD CONTINUE TO SUPPORT. THIS WORK IS NECESSARY, THERE ARE FEW SENEGALESE CURRENTLY CAPABLE OF ACCOMPLISHING IT, AND FOR POLITICAL REASONS NO BILATERAL DONOR CAN BE ALLOWED INTO SUCH POSITIONS OF POTENTIAL POWER IN GOS.

18. PROJECTS WHICH HAVE BEEN LESS SUCCESSFUL, MOST OF THEM INHERITED FROM YRS BEFORE INSTITUTION OF UNDP

COUNTRY PROGRAM, ARE BEING PHASED OUT. FOOD AND NUTRITION INSTITUTE NOTED IN LAST YR'S REPORT HAS BEEN PHASED OUT OF UNDP SUPPORT BUT OTHER WEAK PROJECTS INCLUDING WHO WATER STUDY AND PROJECTS IN METEOROLOGY, TELECOMMUNICATIONS AND SCIENTIFIC RESEARCH CONTINUE.

19. SPECIAL SITUATION EXISTS FOR UNDP REGIONALLY FUNDED AFRICAN INSTITUTE FOR ECONOMIC DEVELOPMENT AND PLANNING (IDEP). IDEP, WHICH CONDUCTS SEMINARS AND RESEARCH ON ECONOMIC DEVELOPMENT IN AFRICA, HAS BECOME CONTROVERSIAL DUE TO ITS POLITICAL ORIENTATION AND ITS MARXIST DIRECTOR, SAMIR AMIN. UNDP PROGRAM OFFICER DAHLLOF NOTED UNDP DIS-SATISFACTION WITH PROGRAM ON BASIS OF INEFFICIENT USE OF UNDP FUNDS, CALLING IT "LUXURY"PROJECT. WHILE AMIN HAS CONSIDERABLE INFLUENCE IN SENEGAL AND AFRICA, IDEP IS WEAK INSTITUTION. IDEP WAS TO BE SUPPORTED BY AFRICAN NATIONS THEMSELVES FOLLOWING UNDP FUNDING FOR INTRODUCTORY PERIOD. HOWEVER, NO ALTERNATE SOURCES OF FUNDS HAVE DEVELOPED AND UNDP WILL BE UNDER CONSIDERABLE PRESSURE TO CONTINUE SUPPORT, CURRENTLY RUNNING ABOUT \$1 MILLION PER YR. FEW OBJECTIVE OBSERVERS FEEL THAT IDEP REPRESENTS EFFICIENT USE OF SCARCE UNDP FUNDS.

20. UNDP PROGRAM OFFICER EXPRESSED GENERAL SATISFACTION WITH GOS SUPPORT OF UNDP PROJECTS. FOR FINANCIAL CONTRIBU-TIONS, GOVT MAKES CENTRAL CONTRIBUTION OF 8 PER CENT OF TWO MILLION DOLS IPF BUDGET OR ONE HUNDRED SIXTY LIMITED OFFICIAL USE

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THOUSAND DOLS PER YEAR. THESE PAYMENTS HAVE BEEN RECVD. IN ADDITION GOS PROVIDES OFFICE SPACE, COUNTER-PART PERSONNEL, AND OTHER GOODS AND SERVICES TO SPECIFIC UNDP PROJECTS. UNDP IS SATISFIED WITH SUPPORT, GIVEN GENERAL SHORTAGE OF GOS RESOURCES. GREATEST DIFFICULTY IS USUALLY IN RECRUITING AND KEEPING QUALIFIED SENEGALESE COUNTERPART PERSONNEL, GIVEN GOVT'S SALARY STRUCTURE. PERSONS WITH QUALIFICATIONS UNDP AUTHORITIES SEEK ARE IN SHORT SUPPLY IN SENEGAL AND OFTEN OVE TO OTHER GOVT OR PRIVATE POSITIONS IN SENEGAL OR LEAVE COUNTRY. HOUSING AND ALLOWANCES DO NOT APPEAR TO HAVE SIGNIFICANT EFFECT ON RATE OF PROJECT IMPLEMENTATION.

21. G.PROJECT EVALUATION. AS NOTED UNDER SECTION D. ABOVE, REVIEW OF UNDP PROGRAM WITH SENEGALESE GOVT WAS HELD IN LATE 1974. THERE ARE NO SINGLE PROJECTS IN SENEGAL OF SUFFICIENT SIZE TO REQUIRE SEPARATE REVIEW.

22. H. WOMEN IN DEVELOPMENT.UNDP PROJECTS IN SENEGAL HAVE ONLY INCIDENTAL IMPACT UPON WOMEN. UNDP IS NOT MOVING INTO NEW PROGRAMS AT CURRENT TIME AND MOST OF ITS



PROJECTS DATE FROM SEVERAL YEARS AGO, BEFORE ROLE OF WOMEN BECAME TOPICAL QUESTION. LOCAL UNDP OFFICE HAS RECENTLY BEEN QUESTIONED BY ITS HQS AS TO IMPACT OF ITS PROGRAMS ON WOMEN. DAKAR UNDP OFFICE'S RESPONSE TO NEW YORK WAS TO NOTE THAT SONEPI, SMALL BUSINESS DEVELOPMENT AGENCY, FORMERLY ASSISTED BY UNDP, HAD SUPPORTED A FEMALE COOPERATIVE IN TEXTILE DYING PROJECT AND THAT COMMERCIAL TRAINING PROJGRAM FOR SECRETARIES HAD BENEFITED WOMEN.

23. UNDP HOPES DO MORE FOR WOMEN IN DEVELOPMENT BUT REAL PROGRESS PROBABLY WILL NOT BE SEEN BEFORE IMPLEMENTATION OF SECOND COUNTRY PROGRAM IN 1977.

24. FOLLOW-UP. THERE ARE NO SPECIFIC MATTERS TO BE RAISED WITH UNDP HQS AT PRESENT TIME.  
AGGREY

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